DOCUMENT RESUME

ED 026 740 EA 002 002

By-Bash, James H.; Morris, Thomas J.

Utilizing Community Resources to Implement School Desegregation. A Guidebook.

Phi Delta Kappa, Bloomington, Ind. Commission on Education and Human Rights.
Spons Agency-Office of Education (DHEW), Washington, D.C.
Pub Date 68
Note-28p.
Available from-Phi Delta Kappa, Eighth and Union, Bloomington, Indiana 47401 ($.50).
EDRS Price MF-$0.25 HC-$1.50
Descriptors-*Administrator Role, *Community Agencies (Public), *Community Resources, Intercommunication, News Media, Power Structure, *School Community Relationship, *School Integration

This booklet was prepared to assist school administrators in cooperating with community groups to develop support for school desegregation plans. Actual experiences of Southern school administrators in implementing desegregation plans provide the basis for the guidelines. The variety of approaches, procedures, techniques, and steps which have been used effectively provide the basis for suggestions and cautions. The specific topics included in the discussion are formal and informal power structures, informal advisory committees, school staff, community agencies, national organizations, local independent support groups, and news media. It is emphasized that the quality of the relationship of the school to the community is determined in large measure by the extent of effective interaction achieved between the two. (HW)

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By
JAMES H. BASH
and
THOMAS L. MORRIS

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A Guidebook

by

James H. Bash, Associate Professor of Education, School of Education, University of Virginia, Charlottesville, Virginia

and

Thomas J. Morris, Professor of Education, Morris Harvey College, Charleston, West Virginia

A project of the Phi Delta Kappa Commission on Education and Human Rights, prepared with financial assistance from the United States Office of Education

PHI DELTA KAPPA
Eighth and Union
Bloomington, Indiana 47401

Winter 1967-68
Price fifty cents

PRINTED IN THE UNITED STATES OF AMERICA

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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INTRODUCTION

Public interest in education in the United States has risen to unprecedented heights in recent years. A variety of problems, school desegregation being one of immense importance, has contributed to the increased interest; and because of the problems, the public schools need the understanding and the support of the publics which they serve.

Many of the current weaknesses of public education are of long standing but have received little attention. On the other hand, the desegregation of schools has had unusually intense public dialogue and has generated concern on the part of educators and laymen alike.

Through the process of desegregating schools, new understandings and appreciations have been developed concerning the roles of community agencies in helping school administrators discharge new responsibilities. Effective cooperation of administrators, teachers, and representatives of community agencies has done much to bring about educational progress in spite of difficulties attendant to desegregation. Citizen interest, expressed through community civic organizations and agencies, can do much to support school officials and school boards as they develop plans for school improvement.

This booklet has been prepared to assist school administrators in their work with community groups which are concerned with the development of quality with equity. The supportive data came from the experiences of Southern school administrators who have worked with community agencies in an attempt to solve the problems occasioned by desegregation. Their experiences with community agencies in implementing desegregation plans were reported. Included in this booklet were not only accounts of the practices followed by school administrators in working with

and utilizing community agencies, but also many suggestions and cautions.

The booklet does not contain detailed descriptions of procedures and techniques to be used in working with community agencies; rather it contains accounts of a variety of approaches, procedures, techniques and steps which have been used effectively. It is hoped that school administrators will use the information herein presented as guides for the more effective utilization of community agencies in developing support for school desegregation plans.

This booklet was prepared under the sponsorship of the Commission on Education and Human Rights of Phi Delta Kappa and was supported by a grant from the U.S. Office of Education, which, however, assumes no responsibility for the content.

Commission on Education and Human Rights
(1966-67)

Charles R. Foster, Chairman
University of Florida
Gainesville, Florida 32601

James H. Bash
University of Virginia
Charlottesville, Virginia 22903

Gayle B. Childs
University of Nebraska
Lincoln, Nebraska 68508

Paul Clifford
Atlanta University
Atlanta, Georgia 30303

William L. Cobb
San Francisco Unified School Dist.
San Francisco, California 94102

John Letson
Atlanta Public Schools
Atlanta, Georgia 30303

Glen R. Snider
University of Oklahoma
Norman, Oklahoma 73069

Herbert W. Wey
University of Miami
Coral Gables, Florida 31124

William G. Zimmerman
Hanover Public Schools
Hanover, New Hampshire 03755

Don Robinson
Phi Delta Kappa
Bloomington, Indiana 47401

UTILIZING COMMUNITY RESOURCES TO IMPLEMENT SCHOOL DESEGREGATION

As the desegregation of schools continues, a new sensitivity to and by the community is required. In the final analysis, one of the measures of the success or failure of desegregation and its effect on teaching and learning will be the quality of relationships developed between the community and educational leaders.

The influence of community agencies in supporting desegregation and quality education should not be underestimated. The strength of community groups, whatever their purpose, is derived from the individuals who function within them. *When the areas of competence of each group and each individual within each group are identified, the foundations are laid for the development of opportunities for them to make significant contributions.*

The purposes of civic organizations and groups are of little importance unless the individuals involved are skilled in the processes of analyzing needs, taking stock of resources, and designing relationships between needs and resources. Uppermost in the thinking of school administrators, as they enlist the support and cooperation of community agencies, is the objective of strengthening democratic procedures to the end of having better school systems and communities through the cooperative efforts of all citizens.

Such a cooperative approach involves widespread participation in planning and working together; yet there must be a clear *distinction between planning for and planning with the people whose lives are affected.* Implicit in such an approach is the provision for a diversity of practices, techniques, and patterns utilized by school administrators

in working with community agencies to accomplish school desegregation and quality education. There is no single formula by which all school systems can proceed. Techniques and methods must be developed so as to help individuals and communities to learn to choose their way in the light of the best information available.

The job of the school administrator becomes one of providing the people involved in the desegregation process with some direction as they strive to develop, implement, and evaluate educational programs and practices. The multiplicity of ways and means by which a number of Southern school administrators provided direction in their respective communities is described in the following sections of this booklet.

FORMAL POWER STRUCTURE

Public Officials — Elected. The present educational scene requires the school administrator to have close contact with elected officials, particularly with those who hold seats on local control boards. During the transitional stages from segregated to desegregated school systems, a major effort must be made by the superintendent to keep local elected officials apprised of the status of desegregation plans and operations.

An administrator in Alabama, for example, reported that he and members of the board of education "occasionally met informally with representatives of the formal power structure — local public office holders — for breakfast, lunch or dinner and even an infrequent cookout" to discuss some of the problems which confronted the school board.

Other administrators shared the point of view that informal contacts with the formal power structure were most helpful in developing a climate of support for school desegregation. A South Carolina superintendent said that it

was this "behind-the-scenes" relationship with the public officials that helped him through the troublesome period. An administrator in a small Missouri town related that the community had been continuously involved in the plans for the desegregation of the schools, an involvement characterized by casual and informal relationships:

> We have talked with members of the power structure and received no complaint. I think that it is important for the superintendent to have effective informal relationships with the formal power structure as well as with the informal power structure in the community.

Public Officials — Appointed. There are many persons who serve the public welfare as a result of their appointment by elected officials to positions of authority. Local boards of control frequently appoint such persons to commissions or committees which have specific functions with respect to local problems. Such groups are appointed for specified periods of time, the termination date coinciding with a final report, or are appointed to permanent commissions with long-range purposes.

Liberal use has been made of the latter type group by Southern communities during the period of initial school desegregation. In St. Louis the *Mayor's Commission on Human Relations* was among the local groups which volunteered assistance and support for school desegregation. As a result of efforts by the Commission, a workshop for laymen was conducted on the general topic of school desegregation. A number of experts in this field were brought into the community by the Commission for the workshop and these specialists cooperated closely with the administrative and teaching staffs of the public schools as they worked with participants.

Another, but considerably smaller, Missouri community also made use of a *public human rights commission* for the support of the broad ideals of human rights. It met oc-

casionally with the city council to render advice concerning the problems of job opportunities, school desegregation, and other matters related to inter-cultural relationships.

A superintendent of one of Virginia's seaport cities reported the existence of a *bi-racial citizens advisory committee* which publicly lent its support to school desegregation. It was interesting to note that the desegregation of schools in this city developed the basis for the establishment of a bi-racial citizens advisory committee. The superintendent felt that the desegregation process facilitated activity on the adult level.

The administrator of one of Florida's large school systems reported the establishment of *community relations boards.* The boards had the tasks of making attitudinal surveys of school patrons and soliciting active support for the schools. The energies of parents were utilized subsequently to develop a climate of acceptance for public desegregated education, and it was reported that ". . . we tried to move ahead of the pressures. That is, we tried to move faster than the delegations or the pressure groups." This attitude, it was admitted, was developed out of concern for the maintenance of local control of education, including the desegregation process.

An Arkansas superintendent acknowledged the informal support of various public agencies and civic groups. He reported that there was a number of loosely organized groups which had been instrumental in bringing pressure to obtain school board decisions regarding desegregation. In an effort to weld these organizations into positive and effective support for the schools, the board adopted a resolution which in part stated that:

> We welcome the recent announcement of the formation of the *Citizens Committee for Human Affairs* and we solicit their cooperation and support in connection with the interpretation and implementa-

tion of these guidelines.

We welcome discussion on this subject with any other groups who are dedicated to working toward equal educational opportunities for all children and we solicit the support of the community in helping us to obtain these goals.

It is clear from this statement that the school board was attempting to offer positive leadership to the community-at-large through the establishment of useful and open lines of communication.

Inter-Agency Committees of Public Officials. An administrator in Maryland reported that an inter-agency committee, composed of twelve public officials, was a useful channel of communication. It was the point of view of the administration that in order to maintain support of the schools the committee should be kept informed of plans for furthering desegregation in the schools. The administration sought the support of these public officials and received it. The committee was composed of professional people with representatives from health, recreation, law, law enforcement, and other public agencies.

A North Carolina administrator was grateful for the active support of a *community council* which was composed of agencies represented in the United Givers' Fund. Additional membership on the council included representatives of local civic and public agencies. The council was an officially established local organization and was itself a desegregated group. This organization served as another communications link to the general public and, according to the administrator, ". . . has helped us to establish a receptive climate (for school desegregation) in spite of the publicity given to us by the 'sit-ins.' "

INFORMAL POWER STRUCTURE

The Status Leaders. It was reported frequently by

school administrators that one of the most effective means for developing community support for the schools during the critical periods of desegregation was the establishment of a working relationship with those persons who represented the informal power structure in the communities. Although such status leaders may not be the elected officials in a given community, members of the informal power group do exert great influence on community sentiment.

In a Virginia city, for example, where schools had been closed for a short period, a local administrator stated that,

> . . . there were one hundred members of the informal power structure – status leaders – who put an "ad" in the local newspaper to get the city schools reopened. The state, and not the city (under the massive resistence legislation) had closed the schools; and I feel that it was the influence of these leaders, some of whose influence extends beyond state lines, which brought about the reopening of schools.

A Texas superintendent said that no group was singled out to play an independent role in support of the school board and the plan of desegregation which was adopted. Contacts with community status leaders were informal and in fact "we put them to work for us." The informal power structure had undergone some changes in the last twenty years and it was necessary to foster support from the "old guard" as well as from the newcomers. Informal assistance from members of the older group, working to convince the newcomers of the necessity to support the school administration, seemed to wield solid support for the public schools. As a result, both the old guard and the new status figures felt that they were instrumental in shaping public support for the desegregated schools.

A superintendent in a small Mississippi community reported a very interesting approach made to the status leaders for the support of schools – desegregated schools. The position was taken by the superintendent that desegregation

was the law and not an interpretation of a Supreme Court decision. It was his feeling that the only way to retain control at the local level was to abide by the law: "We will abide by it because it is the law." In communicating with the citizens of the community the superintendent and members of the board talked with each and every civic and service organization.

> Each school board member and I individually identified people whom each of us thought would be part of the local power structure. We collected our lists, and then invited into a meeting all of the people whose names appeared on the composite list. There were about 125 people involved. We did not have a mass meeting of the community, and we did not have any local newspaper or radio publicity about this meeting with community leaders. Many of the community leaders picked were also members of the Ku Klux Klan. We got these people together and told them what our approach was going to be. We said, "You may not like it, but we will keep you informed." We included in this the K.K.K., the Association for the Preservation of the White Race, and the White Citizen's Council. At this meeting of the group the president of the WCC got up and said "It's now the law. It's bitter, but it's the law." These people were informed of every decision which was made.
>
> Each day, we (the board members and I) make sure that we have coffee or lunch or some contact with a number of these people. We try to keep ourselves informed as well as keep them informed. I also keep in touch with four or five civil rights leaders. I give them the information straight. In fact, I have told them some things that I didn't want to, but it has protected them and me.
>
> My closest confidant in the Negro community is the president of the (local chapter of the) National Association for the Advancement of Colored People. I also keep in close touch with the F.B.I., the Justice Department, and the U.S. Office of Education, and my purpose is simply to exchange information with these people. *It is my intention to keep channels of communication open.*

This successful school administrator felt that he had found the "key" to working effectively with his community. Based on his experience, his advice to others was to:

1. Avoid volumes of formal publicity,
2. Listen to anyone who wants to talk,
3. Use the small-town informal power structure, and
4. Operate on the basis of sound educational principles and no others.

Further, it was his opinion that a superintendent must gain the confidence of the public that desegregation is being carried out on a carefully planned basis, and ". . . all the brochures, pamphlets, newspapers, etc., will not replace the personal contact with parents."

School administrators in Alabama, Virginia, Missouri, Tennessee, and in other states reported that similar approaches were made to the informal power structure through contacts with civic and service organizations, but not one was so carefully nurtured *by design* as the one described above.

INFORMAL ADVISORY COMMITTEE

Integration Committee Appointed by School Board. In almost all instances of designed attempts by superintendents and school boards to develop support for desegregating the public schools a group of people was identified as being influential in the community. Support was sought from these people — openly or otherwise. One group, identified as such by a Kentucky school board, met without fanfare or publicity. Appointed informally by the board in 1955, this group was composed of four Negroes and five white persons, including the superintendent, who served as secretary. The committee served as a "sounding board" for the board of education; however, the school board was under no obligation to adopt any recommendations of the committee. The superintendent reported that the school board "didn't make a move (regarding desegregation) without a recommendation from the committee." It was pointed out, how-

ever, that the members were mature enough and leadership was so substantial that all recommendations of the committee were adopted by the board of education.

Advisory Committee to the Board. Another school administrator utilized the technique in a Delaware district. Although the superintendent was not himself a member of the committee, he acknowledged its usefulness.

> I had an advisory committee — quite informal — and the membership of this committee was never published. But this committee did make one quite valuable suggestion to the school board. We had originally planned to assign all the Negroes to one of our previously all-white elementary schools, but the committee raised the question of judgment and procedure. It was their contention that it would be better to split the enrollment between the formerly white elementary schools. The board accepted the recommendation and proceeded from that point.

SCHOOL STAFF

Special Officer of the School System. In a Maryland school district a special professional position was established to handle the program of desegregation. It was the role of the administrative assistant, on the one hand, to advise the superintendent about the "trouble spots." based on an assessment of needs and, on the other hand, to make on-the-spot decisions when needed. Decisions of the latter type were made on the basis that "the education of children was of foremost importance." The assistant "would talk to any individual or group of decision-makers who had an interest in the problem" of desegregation. In discussing the problems with the decision-makers he tried to provide information and describe program needs. Above all else, he tried to underscore the importance of the fact that *the citizen must help the school with its problems.*

A Florida school administrator established a position in the central office to deal directly with problems of imple-

mentation. He cautioned, however, that other members of the central office "team" were not to "dump all the problems in the lap of the special officer." The superintendent held to the point of view that desegregating the schools was an "all-student-personnel" activity, and that the role of the special officer was to coordinate the various elements brought to bear on the solution of the problems. An interesting point reported by this special officer was that it was his responsibility to see that "the minority group *did not lose faith* in the superintendent and the school board."

Non-Professional Personnel. An Alabama superintendent involved non-professional school personnel in communicating information to the citizens of the community. To aid in building support for desegregation plans he involved bus drivers, the custodial staff, secretaries, cafeteria workers, etc., in a workshop on a desegregated basis prior to the opening of schools. It was his feeling that all of these people represented a "grass-roots" contact with the citizenry which could be utilized for the support of the school system. General sessions of the workshop, as well as interest-area study groups, were desegregated.

COMMUNITY AGENCIES

Community Agencies That Involve Young People. According to a Tennessee administrator, desegregation of the schools was helped immeasurably by the presence of other public agencies which maintained desegregated after-school and Saturday recreational programs for young people. Many similar activities for adults sponsored by public agencies also lent support. "Some of these integrated activities have happened prior to classroom desegregation in the schools."

A Georgia superintendent related a similar experience. Among other adults, two Negro policemen participated on the city employees' baseball team — a program of the *city*

recreation department. He reported that several other teams and leagues had both Negroes and whites — Little League, Pony League, and the adult leagues, etc. — and had been integrated for many years. "This recreation program and the fact that most Negroes in this county are stable people have made our transition smooth; we've had no incidents."

A Missouri school system was the recipient of assistance from the *Young Men's Christian Association* and the *Young Women's Christian Association,* each organization volunteering to work in an area it found appropriate and practicable. The main activity of both the YWCA and YMCA was to explain and interpret the plan for public school desegregation among the groups of people with whom each worked or had greatest influence. The assistance of these two agencies (and others) was in answer to a policy adopted by the board which included renewing *"its petition for the help, cooperation and support of the entire community in eliminating practices which prevent maximum integration through the denial of equal opportunities in housing, employment, and other benefits of human dignity and worth."*

Law Enforcement Officers. There were several reports concerning the involvement of the *local police and county sheriffs.* "Use of police power in a democracy is naturally distasteful to citizens, and any educator prefers its exclusion in his implementation program, even at the expense of enduring a few minor disturbances which might not occur with police on the scene."[1] A Maryland administrator made use of an informal relationship with the police department but no elaborate plans were formulated. Police officers cruised

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[1]Wey, Herbert W., and John Corey. *Action Patterns in School Desegregation.* Phi Delta Kappa, 1959, Bloomington, Indiana, p. 189.

in neighborhoods on the first day of school where schools were desegregated for the first time.

Wey and Corey pointed out that although the police are charged with public safety, this "does not mean that school officials can assume that protection will be provided."[2] To help police prepare to provide protection, a Maryland superintendent informed the police department which schools would be desegregated.

One administrator felt that the attitudes of police officers and the local political climate affect the actions of law enforcement officials. An elected sheriff, for example, may uphold the law technically but not enforce it aggressively in support of school desegregation. In view of these considerations, a Mississippi administrator emphasized the notion that a superintendent of schools needs to *know what his police power is* with respect to desegregation. "This should be cleared and checked out carefully prior to the desegregation of (any) schools."

A Florida administrator described in detail the use of police officers.

> In those days we developed in the central office a series of "do's and don'ts" for all levels of school personnel and included in the listing some admonitions for the police officers. When the first school was desegregated, all the repairmen and yardmen were phonies. There were no uniformed policemen in sight and there were no incidents.

LOCAL AFFILIATES WITH NATIONAL ORGANIZATIONS

National School Boards Association. One superintendent from Alabama reported that in educating the members of his board to the concept of local control and initiative he and the board members attended the annual meetings of

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[2]Ibid.

the National School Boards Association. Some sectional meetings of the NSBA Convention were devoted to various aspects of the problem and it was here that the board members learned more about their responsibilities for the desegregation process. They also attended an *institute on desegregation* sponsored by Memphis State University. Through attendance at these meetings and others, they became convinced that it would be necessary to desegregate the schools of their community and that *the wisest course of action designed to comply with the law and yet retain local initiative and local control was to develop their own plan of desegregation.* After adopting officially a resolution regarding *local control and initiative,* the superintendent and board members proceeded to meet with representatives of the formal power structure for informal discussions of the local situation.

Southern Christian Leadership Conference. A superintendent in Alabama reported that most of the credit for bringing about a meeting of the school board and representatives of the *Southern Christian Leadership Conference* was due a "stranger" to the community, a seminary student from California. It was reported that the stranger came because he was concerned about the local situation and because he perceived that *there was no effective line of communication through which the Negroes and whites would approach each other.* He attended church every Sunday and did nothing openly to defy local custom. According to the superintendent's report, he "talked with lots of people, including the elected officials, the informal power figures, and leading members of the Negro community." The superintendent recalled that "this young man had wisdom beyond his years." Through his independent activity he brought about a meeting of members of the school board with local representatives of the Southern Christian Leader-

ship Conference, and with representatives of other organizations, at which time the whole problem of educational opportunity and compliance with the law was discussed. As a consequence of this meeting the superintendent and the board were able to make a start toward arranging for a plan of desegregating the schools.

League of Women Voters. A Missouri administrator reported a voluntary offer of assistance from the *League of Women Voters.* After listening to the administrative explanation of the plan for desegregation, members of The League of Women Voters prepared, released, and distributed a publication in which the plan was described in detail, information was provided and support was urged for what the board and superintendent were trying to do.

Parent Teacher Association. Instances of support by the *Parent Teacher Association* were reported. Obviously, not all PTAs were whole-heartedly supportive of the desegregation of the schools, yet where they were utilized effectively by the board and superintendent, the results were positive in helping to establish a climate of receptiveness.

In a Mississippi community the superintendent stated that ". . . we don't try to change people's minds about segregation. We simply emphasize a quality educational program for every child." He commended the PTA for its support of the school program. At a central council meeting of the PTA the school board attorney traced the court decisions and the legislation as it had been developed up to that time. Following the presentation, most of the PTA unit representatives asked the lawyer to speak to their local school units. It should be noted in passing that the chief administrator of this school district believed teacher contact with parents to be highly important. "Community support for the schools," he said, "is dependent to a considerable extent on how well teachers instruct children in the

classroom and *how well the available educational opportunities are communicated to the parents."*

A Missouri administrator reported strong assistance received from the city-wide *Council of Parent Teacher Associations.* The council and various units of the council pledged support to the school board and worked closely with the superintendent and with each other. It was emphasized that the PTA groups were used to:

1. Channel information to the "grass-roots" membership,
2. Secure information from the citizens,
3. Enhance the notion of closeness of the board and superintendent to the people,
4. Interpret to their constituents court decisions and school board plans, and
5. Emphasize respect for the law.

Under such circumstances the procedure reasonably could be expected to have created a climate of orderliness and good will in which desegregation might take place. In addition, it served the purpose of releasing the time and energies of school officials for the important jobs necessary to be done with pupils and teachers.

In a Maryland district the PTA Council worked very closely with the school officials. A change in desegregation plans had to be made shortly before school opened, and it was the president of the Council who arranged meetings for the administration at the various units. The unit leaders were asked by the president to inform local parents of the special meetings, at which time the superintendent and members of his staff were to appear and offer explanation to the parents for the change. The administration was grateful for the assistance and support of this PTA.

LOCAL INDEPENDENT SUPPORT GROUPS

Ministerial Associations. Church-related efforts to support local programs of desegregation have ranged from no support at all to a very aggressive posture. In one Maryland district it was through the efforts of a local administrator, seeking church support of the schools "under crisis," that a *ministerial association* was founded. Up to that time there had been no such organization, but once organized it actively cooperated with the school administrator in support of public desegregated education.

In Missouri a *federation of ministers* was invited to listen to a presentation of a desegregation plan by members of the school board and staff administrators. Discussion of the plan led the members of the federation to support the school board, and they subsequently set aside a Sunday for a prayer of thanksgiving for public school desegregation. Members of the federation and their respective congregations were urged to take an "open" stand for desegregation and to center their programs around it. The *Catholic Archbishop* circulated letters to the pastors of all Catholic Churches calling upon them to cooperate with the school board in its program and to use their influence with their parishioners to do likewise. The *Rabbinical Association* issued a statement urging all citizens to work and pray for the success of desegregation. The *National Conference of Christians and Jews* undertook training of teenage leadership groups with whom it had been working for a period of time to assist in the actual transitional process.

A Texas administrator reported that because of his informal relationship with members of the local ministerial association he received sound support from the group. When asked for support, the association organized a series of sermons on community relations which were presented in each church in the community.

Civic and Service Organizations. There were reports of contact with many and varied local organizations as well as local clubs of national and international civic and service organizations, such as the *School Committee On Public Education* (SCOPE), *Committee for Public Education, Lions Club, Rotary, Kiwanis, Ruritan,* etc. It was emphasized over and over again that "service club appearances are useful, because it is at this level of operation that communication to the public and particularly to the business man can be most effective." Almost without exception administrators referred to the extremely valuable contribution that their informal relationships with the businessmen of the community had made to the support of public schools.

NEWS MEDIA

In an earlier publication of this series Wey[3] suggested that "the success or failure of a desegregation program is determined by the manner in which publicity is handled." Superintendents generally have recommended that publicity concerning a desegregation program be kept at a minimum. On the other hand, it has been emphasized that the administrators should develop planned programs of publicity, that publicity should not be left to chance, and that close *informal* relationships should be fostered with the management and reporters of all news media.

Radio and Television. A Florida school district administrator planned with the staffs of the local radio and television stations a series of programs concerning the schools. Panelists who participated were members of the school staff. Radio listeners and the television audience were encouraged to "call in" their questions to the stations while the programs were in progress.

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[3]Wey, Herbert W. *Planning and Preparing for Successful School Desegregation.* Phi Delta Kappa, 1965, Bloomington, Indiana, p. 46.

A Tennessee administrator took a more cautious approach. If television were to be made available, it was utilized; but a request for "coverage" was never extended. It was the opinion that "the quieter, the better; and minimal publicity should attend the preparation for and actual transition to a desegregated school district." Another Tennessee superintendent reported that only the barest factual information was supplied to the radio and television stations.

A Florida administrator reported that he turned down a request for a special television program by one of the local stations. It was a "no-hard-feelings" situation only because there had been an agreement made between the administrative staffs of the news media and the public schools placing some restrictions on the kind of news coverage the schools would get. It was on the basis of this agreement that the request was turned down.

A superintendent in Delaware encouraged the use of radio and television appearances. Discussions of questions and problems which confronted the school board were outlined and presented via radio and TV, with carefully prepared news releases subsequently supplied to reporters.

Newspapers. "The newspapers got every move we considered," stated an Arkansas superintendent who believed in "responsible journalism."

> Sometimes we had to meet in executive session, but our relationships with the newspaper people were such that they understood this, that we would give them the news the moment we felt it could be made public. We have been honest every step of the way with our friends in the newspaper business.

An Oklahoma superintendent felt that it was better not to publicize the facts about faculty desegregation.

> We wanted to do it by a natural process, and we selected the best people we possibly could. I explained this to the managing editor, and he agreed. All that was done, for example, was that the names of teachers

were reported in the newspapers, and their assignments were given. No mention was made as to whether they were Negro or white.

Another Oklahoma administrator utilized an additional news outlet. The *school newspaper* carried factual information concerning desegregation plans and progress.

A report from North Carolina included the statement that "the news media have been most cooperative."

> We established a central location for the dissemination of news, and the news reporters came here to get the information they needed. The newspapers here have a lot to do with the formulation of community attitudes, and happily they are a cooperative group.

SUMMARY

The school is not something outside of or apart from the community; it is an integral part of the community. *The quality of the relationship of the school to the community is determined in large measure by the extent of effective interaction achieved between the two.* An effort to see the relationships between them or to delineate the channels for interaction is not always simple. It frequently is necessary to comprehend a community's entire "web" or pattern of life.

In those communities which are highly organized or "structured," the machinery for coordination of interaction is readily apparent. A brief analysis of a community reveals whether the machinery is working effectively. The mere existence of a coordinating or community council is no assurance of perfect interaction of the agencies and groups involved; the degree of coordination and the quality of interaction among them differ widely. Very often in the small community the patterns of life are simple and uncomplicated and a spirit of cooperation exists which does not require formal organization. On the other hand, a condition of open conflict and social disintegration may exist which mandates

an organized effort to bring about community interaction and understanding.

In order to discharge one of their very important responsibilities, superintendents need to plan carefully for a cooperative relationship within their communities. The coordinating and planning function of the superintendents and their staffs, as they work with representatives of community groups, such as service agencies, religious groups, chambers of commerce, local government agencies, neighborhood civic associations, PTA councils, parent study groups, community councils, citizens advisory councils, police and communication media, remain the same — *that of providing leadership in the development of excellence in the educational program.* In addition, there are the responsibilities of interpreting the instructional program of the schools to the communities; of assessing community reaction to educational issues, problems, plans and solutions; and of providing leadership for the coordination of supportive efforts of community agencies in dealing with educational problems. Furthermore, school administrators are obligated to determine the resources operating outside the schools in order that they can be drawn upon by extending to them opportunities for cooperation and mutual assistance. Moreover, the effective school administrators go beyond the mere identification of community leaders in the informal and formal power structure. The superintendents and their staffs assemble, and are knowledeable about, data that bear on instructional and educational problems related to potential issues in the community.

It is obvious that school administrators work with a variety of community groups and that they enlist cooperation and support in the educational endeavor. As school administrators and others work with community agencies, certain factors that are significant for the success or fail-

ure of cooperative endeavors need to be identified and respected.

Community cooperation is strengthened when:

1. Members work together on clearly identified problems;
2. Members understand the limitations imposed by purposes, work procedures, resources and personnel involved; and
3. Members accept the role of coordination as a means to an end, a method of attacking mutual problems and proposing tentative solutions.

Community action is weakened when:

1. The objectives lack the coordinated support necessary to overcome obstacles encountered;
2. Roles of particular agencies or groups are not defined clearly;
3. A cooperating community agency fears loss of identity or absorption;
4. Group selection is poor; and
5. Discussions of controversial problems are not held on an objective level.

In all communities there are a variety of public and private agencies and civic groups. In smaller communities fewer such organizations exist; however, those that do are very often more influential than their counterparts of the large metropolitan centers. Generally, these organizations and agencies are categorized as:

1. Civic
2. Cultural
3. Economic
4. Political
5. Professional
6. Social
7. Welfare

Educational leaders should keep civic groups supplied with written materials relative to school matters. Officers of civic groups should be extended special invitations to board meetings to discuss problems with the school board and with the superintendent. School personnel should utilize opportunities to appear before representative groups in the categories mentioned, inasmuch as these agencies provide an opportunity for organized community dialogue, appraisal, and support.

DECALOG FOR SCHOOL ADMINISTRATORS FOR THE DEVELOPMENT OF EFFECTIVE SCHOOL-COMMUNITY INTERACTION

1. Take the initiative in soliciting the aid of community agencies to help with educational problems;
2. Establish lines of communication to facilitate the participation of all interested lay groups in discussing educational problems and plans;
3. Organize and coordinate the efforts of all those engaged in cooperative planning, with the appointment of appropriate councils, committees, and commissions;
4. Strive to plan in terms of ideas and principles, arriving at evaluations and decisions apart from the persons or agencies who make proposals;
5. Develop and recommend to the school board policies which foster cooperation with other community agencies;
6. Focus attention on such basic needs as extended educational opportunities, improved curriculum and instructional programs, better school environment, and educational opportunity with equity;
7. Place an emphasis on the cooperative search for mutual understanding and effective teamwork between community and school;
8. Seek to establish favorable attitudes, as well as opinions, and take into account the influence of both emotions and intellect;
9. Keep in mind that there are many "publics"; and
10. Maintain a continuous effort of program interpretation to the public.

POSTSCRIPT

A superintendent of an Arkansas City School System commented:

> The schools in this country have created none of the great social problems with which they have had to work. They have helped to solve the others, and I'm sure they'll find the solution to this [desegregation] problem, too.

The effective school leaders in the South as well as in other regions of the United States will not leave the solution of the problems of educational opportunity with equity to chance alone. They will be exploring ideas, developing concepts, and planning programs; but above all, they will be involving other community leaders, groups, and agencies in a concerted effort to bring about broad community support for quality educational experiences for all children. The pattern and extent of support will vary from school district to district. School superintendents and their school boards will recognize that a part of the solution to the problem of school desegregation is related to such factors of community life as housing patterns and policies, employment practices, religious affiliations, etc. The extent of success school officials have in demonstrating to community "decision-makers" that desegregation is not the problem only of the schools will in no small degree affect the rapidity with which problems associated with desegregation are resolved.